









# NAVAL POSTGRADUATE SCHOOL

## Monterey, California



# THESIS

A FRAMEWORK FOR ASSESSING INITIAL  
ORGANIZATIONAL DEVELOPMENT TRAINING  
IN THE U.S. NAVY AND THE U.S. ARMY

by

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Effectiveness (OE) programs, including a review of the pertinent training literature. It then presents a four-dimensional framework for examining and assessing initial Organizational Development training in the Navy and the Army. Dimensions of this framework include: selection of military consultants, training course objectives, training course content, and course capacity for self-evaluation and improvement. Application of the author's assessment framework revealed that both the Navy and the Army lack empirically-based consultant selection criteria. Additionally, the author recommends the addition of a practical, "hands on" student learning experience to the HRM Specialist curriculum.



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A Framework for Assessing Initial  
Organizational Development Training  
in the U.S. Navy and the U.S. Army

by

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## ABSTRACT

The United States Navy and the United States Army have been involved with Organizational Development (OD) for nearly a decade. Each service has selected and trained its own consultants for several years, yet there is an absence of literature concerning the effectiveness of such training. This thesis provides a short historical evolution of the Navy's Human Resource Management (HRM) and the Army's Organizational Effectiveness (OE) programs, including a review of the pertinent training literature. It then presents a four-dimensional framework for examining and assessing initial Organizational Development training in the Navy and the Army. Dimensions of this framework include: selection of military consultants, training course objectives, training course content, and course capacity for self-evaluation and improvement. Application of the author's assessment framework revealed that both the Navy and the Army lack empirically-based consultant selection criteria. Additionally, the author recommends the addition of a practical, "hands on" student learning experience to the HRM Specialist curriculum.



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## I. INTRODUCTION

### A. GENERAL

Change is increasingly a part of everyday life. Many of the traditions, precedents, and past practices that have ordered, regulated, and stabilized many social institutions are under serious attack today [Ref. 1: p. 1]. What worked before may no longer be effective or even tolerated in today's rapidly changing environment. Business institutions and other social organizations have discovered quickly that they must be alert constantly for clues and other signs of environmental change, and adapt quickly in order to remain competitive or to survive.

America's military services also operate in such an environment, and must respond to those same pressures for change. In the not-too-distant past, the military services were perceived by many to be the epitome of highly efficient, authoritarian, tradition-conscious, bureaucratic organizations. And military leaders were quick to seize every available opportunity to reinforce this perception to the public. There was little time or need to think about organizational change; everyone was in agreement about what the military stood for and how it should function.

Sometime during the late 1960's, however, leaders of both the Army and the Navy missed some important environmental



change signals. The war in Vietnam and other social problems in America brought tremendous change pressures on the military and its leadership. It could no longer be argued that societal and military values were in agreement.

After careful studies of these and other change forces, Army and Navy leaders concluded that a carefully planned and managed organizational change strategy should be adopted and implemented quickly. This directed change effort was to be managed and accomplished from within the military, using military personnel and recent behavioral and management science advances.

Only a small number of military personnel were trained in organizational development change strategies and methods, however. The services' first task in implementing a successful organizational change effort was to educate and train a cadre of qualified military consultants. This task was successfully accomplished by training the cadre at civilian institutions that were on the leading edge of organizational development theory and practice (MIT's Sloan School of Management, for example).

## B. PURPOSE

There remained the task of designing a military "pipeline" that would educate and train an ample supply of qualified military OD consultants. The successful accomplishment of this task would be crucial to the success or failure of the military's change efforts.



In 1974 the Navy designed a twelve-week Human Resource Management Specialist Course to provide its consultants with the required organizational development training; the Army established a sixteen-week Organizational Effectiveness Consultant Course in 1975 to accomplish the same purpose.

The thesis of this study is that certain dimensions or characteristics of these two initial organizational development training programs are crucial to the overall competency, credibility and effectiveness of military OD consultants. Who is selected for training, what is taught, and how it is taught are important educational factors to consider in designing and implementing an effective internal training program. This thesis examines the current Navy and Army programs of basic organizational development instruction using the author's four dimensional framework to assess the effectiveness of such training.

### C. ORGANIZATION OF THE STUDY

The organization of this study is as follows. Chapter II is an overview of the historical evolution of Organization Development in the United States Navy and the United States Army. Chapter III presents a review of the pertinent literature that was examined by the author. Chapter IV discusses the methodology used by the author in the conduct of the study. Chapter V presents and discusses four dimensions of the author's framework for assessing the effectiveness





of the initial organizational development training programs of the Navy's Human Resource Management Specialist Course and the Army's Organizational Effectiveness Consultant Course. Chapter VI presents the author's conclusions and recommendations.

The next chapter traces the historical evolution of Organizational Development in the Navy and the Army.



## II. HISTORICAL DEVELOPMENT

### A. AN OVERVIEW OF ORGANIZATIONAL DEVELOPMENT IN THE MILITARY

If Schein's definition of organizational development (OD) as a "planned, long-range, systems-level, behavioral science based program of improvement" [Ref. 2: p. 125] is accepted, then OD techniques can be viewed as a set of processes which help to accomplish this improvement. Organizational development aims at (1) enhancing congruence between organizational structure, process, strategy, people and culture; (2) developing new and creative organizational solutions; and (3) developing the organization's self-renewing capacity [Ref. 3: p. 10]. Organizational development examines people and their interrelationships and then works to improve the commitment, readiness, motivation and development of individuals, as well as units.

Until the early 1970's the leaders of the military services made very little effort to improve or change their organizations through the use of organizational development. There was little need for OD techniques until then because the values of the military and society at large were generally in agreement. The war in Vietnam and other societal problems of the late 1960's changed some of the values of society at large, however; in fact, they were no longer congruent with the values of the military. This change in social values



was important, because it was society at large that provided the manpower pool from which the military services, via the draft, drew their personnel. Because the values of draftees and the military organizations they were entering were not in agreement, there was increased pressure on the military and its leadership to change.

The military's association with organizational development began in the early 1970's. At that time military leaders were searching for "quick fix" solutions to their immediate organizational problems, and initially viewed organizational development techniques and practices to be those "quick fixes". The manner in which the Navy and the Army viewed and addressed these problems, and their ensuing plans to increase organizational effectiveness, contrast sharply and are examined in the next two sections.

## B. NAVY HUMAN RESOURCE MANAGEMENT (HRM) \*

### 1. General

Efforts by the Navy toward Organizational Development began in earnest in 1970, primarily as the result of two factors: increasing pressures for social change, as evidenced by increased racial unrest among Navy minorities and problems

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\* This section presents a short history of the Navy's Human Resource Management program; it draws heavily from the background section of the Butler Ph.D. dissertation.





with retention of qualified personnel, that required immediate organizational response; and the selection of Admiral Elmo Zumwalt as Chief of Naval Operations. The year 1970 is a turning point because new liberal ideas found their way into the operation of the Navy organization with the selection of a philosophically liberal admiral, Elmo Zumwalt, to Chief of Naval Operations [Ref. 4: p. 16].

Admiral Zumwalt's stated objective was "to improve the management of our Human Resources by enhancing our understanding of and communications with people" [Ref. 4: p. 19]. This statement provides an excellent description of the scope and direction of the Navy Human Resource Management Program as it would be developed. One of the new CNO's first actions in the human resource management area was to appoint an internal action study group to examine the causes of and propose solutions to the racial and retention problems that the Navy was experiencing. On a longer term basis, the staff group was also to study and review all current Navy management practices, policies and regulations for possible improvement.

After reviewing existing ideas in historical and social science literature and consulting with various behavioral science experts in the civilian sector, the staff group found an emerging behavioral science discipline called Organizational Development to be the most promising strategy for the Navy [Ref. 4: p. 19]. The study group found four potentially useful techniques to implement an organizational development program.



## 2. Initial Experimentation

The first technique was patterned on the "Grid Managerial and Organizational Development" program developed in 1963 by Blake and Mouton. The Grid is a two-dimensional framework, with one dimension representing a concern for production (mission accomplishment, in military terms) and the other dimension a concern for people. According to the Blake and Mouton model, it is possible to quantify a manager's concern for people and concern for production by using a numerical scale, ranging from "1" (low) to "9" (high). Several different management styles can be represented at points of intersection within this Grid framework by combining various degrees of each of the concerns. The ideal manager or organization would include an equal concern for production and people, a "9, 9" ("team management"). Grid Organization Development also included a six-phase intervention strategy aimed at moving deficient organizations to a "9, 9" management culture. Such a culture is characterized by shared goals, an understanding of those goals by organizational members, high commitment to work accomplishment, high collaboration, and high trust [Ref. 1: p. 61].

The second technique proposed to Admiral Zumwalt was the "Instrumented Survey-Feedback" method developed at the Institute for Social Research, University of Michigan. This strategy recommended the use of a survey instrument which would be administered command-wide in order to gather the



maximum amount of organization data. The data were then tabulated and the results fed back to the different work groups by the work group supervisor, with the assistance of a consultant. These consultant-led work groups were then to identify and diagnose any problems or issues indicated by the data and requiring resolution. An action plan to resolve those problems or issues at work group level would be developed and implemented, and any problems that could not be resolved satisfactorily at work group level would be elevated to the appropriate organizational level for resolution. This technique was particularly appealing at the time of the study because Navy leaders wanted a descriptive (objective) instrument that would accurately assess the current state of the organization and detect the sort of unrest that was actually occurring in the fleet. This strategy also encouraged work group involvement and ownership in the problem identification, action planning and implementation, and problem resolution process.

The third technique was the "Team Development" method. It was a consultant-led process that would develop a sense of teamwork among personnel with similar goals, tasks, and relationships [Ref. 4: p. 21]. The central values of the team development model are based on Douglas McGregor's "Theory Y" concept. Ownership and reciprocity by the participants are also essential ingredients of this framework.





The fourth technique was the "Laboratory Learning Method". It, too, was consultant-led, but instead of team building, it emphasized individual change based on "T-group" (sensitivity) training. The Laboratory Learning Method encouraged participants to experiment with their organizational roles and provided them with opportunities to examine their own behaviors by encouraging a lowering of personal defense mechanisms.

### 3. "Command Development"

By the end of 1971 a full-scale planned change effort had been outlined by the CNO's study group as the desired approach for implementing the organizational development program in the Navy. The overall design was a synthesis of the four frameworks described above and was designated "Command Development". It consisted of seven interrelated, sequential steps carried out by an individual command with the assistance of a consultant: introductory experience, information gathering, information analysis, analysis display and feedback, analysis interpretation, action program, and evaluation program.

As the initial Navy attempt at organizational development, Command Development was criticized by many as being too long, too time consuming and too rigid. Additionally, the unmilitary appearance (civilian clothing, long hair) of the Command Development consultants clashed with traditional, conservative Navy values, and often resulted in a lack of cooperation with the consultants.





#### 4. "UPWARD"

The Navy's efforts to implement an organizational development program suffered a temporary setback with the outbreak of several major racial incidents aboard the aircraft carriers "Constellation" and "Kitty Hawk" in 1972. In response to these crises, Admiral Zumwalt established the Understanding Personal Worth and Racial Dignity (UPWARD) program. This program was a command-directed, twenty hour, race relations training seminar structured along "T-group" lines, and normally facilitated by Racial Awareness Facilitators. Participants were encouraged to vent their anger, frustration, and other emotions with other participants in these loosely structured sessions. The UPWARD program has been criticized for unnecessarily raising the expectations of its participants without attempting to meet those expectations.

#### 5. Human Resource Management

Still, the program continued to expand under Admiral Zumwalt's support and direction. Four Human Resource Management Centers were originally established in 1972 to provide the Atlantic and Pacific fleet ships and squadrons with consultant assistance (HRMC Newport was later disestablished in 1974). In addition, HRM centers were later established in Washington, D.C., and London, England, to provide shore commands with the same expertise (see Figure 2.1).



# HUMAN RESOURCE MANAGEMENT CENTERS & DETACHMENTS

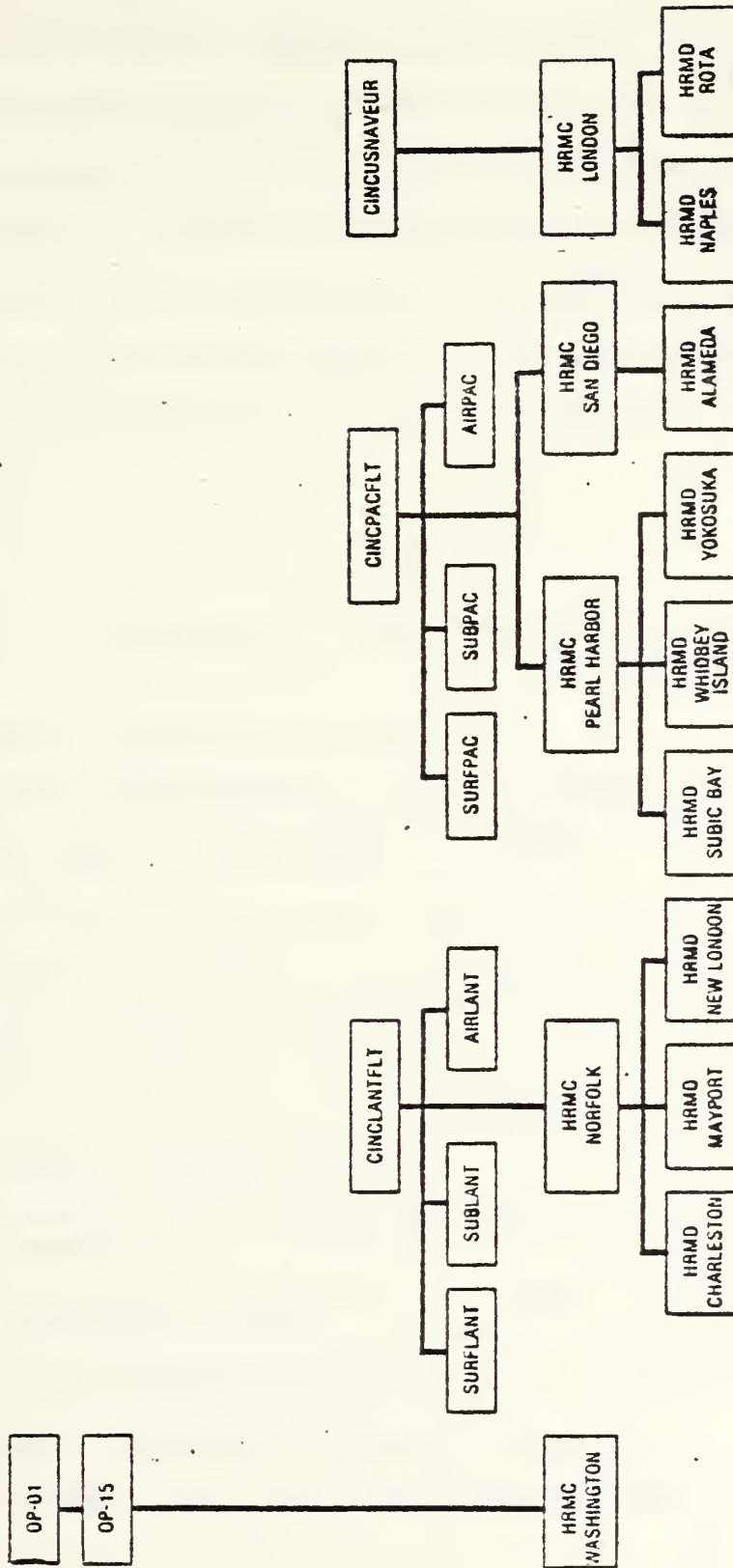


Figure 2.1 Navy HRM Centers and Detachments.



A Human Resource Management School was established at Naval Air Station Memphis (Millington, Tennessee) in 1974 to train these specialists and provide them with the skills and knowledge necessary to interact with their fleet and shore clients. The desired objectives of the HRM program fall broadly into the categories of improved mission accomplishment and increased human satisfaction among the organization's membership [Ref. 5: p. 3] and [Ref. 6: p. 76] (see Table I).

TABLE I  
OBJECTIVES OF THE NAVY HRM PROGRAM

- \* Improved operational readiness
- \* Improved communications at all command levels
- \* Involvement of the chain of command in increasing productivity in the Navy
- \* Reduction in adverse overseas incidents
- \* Increased awareness of the DOD Human Goals Credo
- \* Improved image of the Navy as a professional organization
- \* Improved leadership and human resource management at all levels
- \* Insurance of equality and uniformity in all disciplinary and administrative actions
- \* Increased level of satisfaction with foreign duty assignments
- \* Increased understanding of the need for high standards of individual conduct
- \* Increased organizational ability to recognize and combat substance abuse problems
- \* Improved retention of quality personnel
- \* Development of a human goals action plan by all Navy units



## 6. The Navy HRM Cycle

In 1973 the "HRM Cycle" was designed and implemented to accomplish these objectives. The HRM Cycle, which spans an eighteen to twenty-four month period, includes the scheduled five-day HRM Availability (HRAV) period and provides opportunities for command to develop, implement and update actions in all HRM areas. Direct assistance to command throughout the HRM Cycle is provided by HRM Centers and Detachments [Ref. 5: p. 13]. The steps of the HRM Cycle include: the initial visit, data gathering, data analysis and diagnosis, data feedback to the client, planning for actions to be taken, Human Resource Availability (HRAV) week, unit action, follow-on activities provided by the consultants to the client, and follow-up visit. This cycle is the major organizational development process used by the Navy today (see Table II).

## 7. Navy HRM Training and Education

Initial Human Resource Management training is accomplished through attendance at the HRM Specialist Course, conducted at the Navy Human Resource Management School, Naval Air Station Memphis, Tennessee. Five other advanced and refresher HRM courses are also offered there (see Table III). An Advanced Human Resource Management Course (10 days) is also conducted annually at the Naval Postgraduate School, Monterey, California, in addition to the eighteen month, graduate level Organizational Development degree offered there.





TABLE II  
THE NAVY HRM CYCLE

Time Phasing	Time to Conduct	Step Activity
Weeks 1 & 2	1½ days	1. Initial meetings between commanding officer (CO) and consultant
Week 2	½ day	2. Data-gathering planning meetings <ul style="list-style-type: none"> <li>• Will interview be conducted? What questions?</li> <li>• Are additional survey questions desired?</li> <li>• Schedule the survey administration</li> </ul>
Week 3	1 hour per person	3. Survey administration (mandatory) <ul style="list-style-type: none"> <li>• to all hands</li> </ul>
Week 4	as required	4. Conduct interviews (optional)
Week 5	1 day	5. Return survey results to CO <ul style="list-style-type: none"> <li>• brief printout format, terms</li> <li>• study and analysis</li> </ul>
Weeks 6-7	½ day per working group	6. Survey feedback to work groups (optional) <ul style="list-style-type: none"> <li>• familiarization with data</li> <li>• source of perceptions?</li> <li>• supervisory self-knowledge</li> <li>• possible solutions/recommendations for action</li> </ul>
Weeks 8-9	½ day	7. Action-planning meeting (optional) <ul style="list-style-type: none"> <li>• develop plans for human resource availability week: OD, equal opportunity, alcohol, drug abuse, and overseas diplomacy</li> </ul>
Week 10	1-3 days per group	8. Human resource workshops (optional) <ul style="list-style-type: none"> <li>• vertical slice of ship or intact work group</li> <li>• modular training packages (standardized series of lectures, films, and exercises on such topics as motivation, communications, MBO, leadership, and race relations)</li> </ul>
	2 days	9. Command action-planning workshop (optional) <ul style="list-style-type: none"> <li>• selected members of crew normally (CO participates part-time)</li> <li>• CO approves plan (a command action-plan is mandatory)</li> </ul>
Week 11	indefinite	10. Action phase <ul style="list-style-type: none"> <li>• implement action-plans</li> </ul>
Week 25 - 30	½ day	11. Follow-up by consultant <ul style="list-style-type: none"> <li>• determine effect of human resource activities through interviews and discussions</li> <li>• meet with CO</li> </ul>
Week 11 - 104	as negotiated	12. Follow-on activities (optional) <ul style="list-style-type: none"> <li>• survey re-administered</li> <li>• conduct additional workshops or training activities</li> </ul>

(Source: Umstot, 1980, p. 194)



TABLE III  
NAVY HRM TRAINING COURSES

<u>Course Title</u>	<u>Length</u>
HRM Specialist	82 days
HRM Instructor	82 days
HRM Specialist (Refresher)	approx. 40 days
HRM Specialist (Advanced)	12 days
HRM Specialist, Independent Duty	82 days
HRM Programs Management/Staff	40 days

(Source: HRMSS NTP, 1980, p. A-I-2, p. A-I-3.)

### C. ARMY ORGANIZATIONAL EFFECTIVENESS (OE)\*

#### 1. General

Army leaders in the early 1970's were also confronted with many of the same Vietnam-era social pressures that faced the Navy and other private-sector institutions. Because the Army relied on the draft to a greater extent than the Navy, it was forced to re-evaluate its traditional leadership and management practices to accommodate the increasingly liberal values of its draftees. This created a readiness and perhaps even an imperative for improving their human resource management processes [Ref. 7: p. 190]. Army leaders hoped to capitalize on recent advancements in the management and behavioral sciences to accomplish this goal. The evolution of Organizational

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\* This section presents a short history of the Army's Organizational Effectiveness program; it draws heavily from the historical background appendix of the Organizational Effectiveness Study Group's Report.



Effectiveness in the Army has been described as consisting of four distinct, but interrelated, phases: awareness; restudy and experimentation; initial implementation; and institutionalization [Ref. 8: p. D-3]. Each phase is discussed below.

## 2. Awareness (late 1960's - 1972)

Unfortunately, most of the Army attempts at changing leadership and management practices during this phase can be characterized as reactions to crisis situations--drug abuse and racial unrest, in particular--and were command-directed. Little attention was given to the needs of a particular organization. Institutional change methods during this period focused on the individual soldier and worked around the chain of command, with a high degree of centralized direction from Headquarters, Department of the Army.

This was also a time of several unit initiatives that encouraged subordinate commanders to experiment with new ideas for improving combat readiness, troop morale, leadership and professionalism, and the attractiveness of the Army as a way of life [Ref. 8: p. D-4]. One such initiative will be mentioned here.

An in-depth study of basic trainee motivation, using behavioral science methods, was conducted at Fort Ord, California, in 1969. Unlike other studies undertaken during this period, this study was not a response to an immediate crisis, but rather an attempt to examine where organizational



changes could be made to improve soldier performance and reduce training costs. The study focused on individual, performance-oriented training and the use of incentives to motivate trainees. Although trainee performance and morale were improved, the study was not a complete success. Researchers found that many drill sergeants and unit commanders were not trained well enough in the system to understand or buy into it.

An important result of these initial Army behavioral science studies was the design and use of what was to later become the four-step Army Organizational Effectiveness (OE) process: assessment, planning, implementation, and evaluation (see Figure 2.2 and Appendix A for a description of the process).

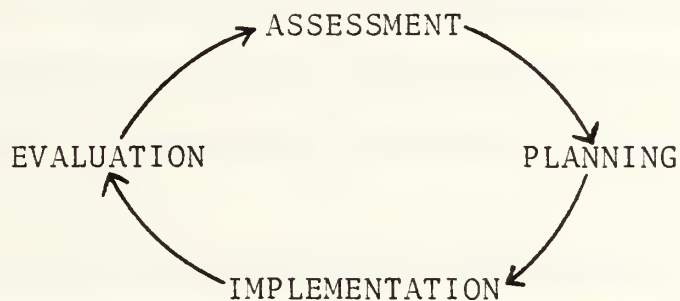


Figure 2.2 The Four-step Army OE Process.







### 3. Restudy and Experimentation (1972-1975)

Another important outcome of the Fort Ord basic training experiment was a realization at Department of the Army level that behavioral science techniques were not being used to their fullest potential. Organizational development, an emerging discipline at the time, appeared to offer a systematic and deliberate capability to bring about constructive institutional changes at multiple levels in the Army, while involving the chain of command and enhancing commitment, motivation, and effectiveness of people and organizations [Ref. 8: p. D-5].

During this phase the Chief of Staff of the Army also convened a Behavioral Science Study Group to determine how behavioral science methods could best be used for improving the Army. The study group's recommendations included the formal initiation of several Department of the Army sponsored pilot projects to determine the feasibility of OD methods in the Army.

Five pilot projects were established in several types of Army organizations and in various locations, employing one or more OD techniques. Survey-feedback techniques were developed and tested in forty battalions in U.S. Army, Europe; OD in an Army staff setting was evaluated at the Army Military Personnel Center, Washington, D.C.; an assessment center for individual leadership development was established at Fort Benning, Georgia; battalion-level management skills



were evaluated at Fort Bliss, Texas; and OD applications at an installation were studied at Fort Ord, California.

The pilot test at Fort Ord began in 1972 and was called the Motivation Development Program (after the earlier study of basic trainee motivation). The goals of this program were to determine how behavioral science methodologies could best be incorporated into the Army's educational system, to determine the minimum staff requirements to perform OD functions at other installations, to refine OD techniques for the Army, and to develop educational material for incorporation into the Army educational system [Ref. 8: p. D-6].

During the 1972-1975 time period the U.S. Army Administration Center also attempted to validate more positions that required graduate degrees in the behavioral sciences in an effort to increase the number of trained Army experts in the human resource development field.

#### 4. Initial Implementation (1975-1977)

With the scheduled end of the three-year pilot projects, Department of the Army established the Human Resource Management Training Activity of the U.S. Army Administration Center at Fort Ord. In April, 1977, it was renamed the U.S. Army Organizational Effectiveness Training Center (USAOETC) and became part of the Training and Doctrine Command's service school system.



## 5. Institutionalization (1976-present)

This phase began with the formation of an Organizational Effectiveness Study Group in November, 1976, in an effort to assess the current status of Organizational Effectiveness activities and training throughout the Army. The OE study group was also to recommend a long-range strategy for institutionalizing Army Organizational Effectiveness. To accomplish this objective, the study group used an analytical framework that consisted of the following interest areas: structure and staffing; education and training; management, policy and doctrine; evaluation and research; assignment, selection, and utilization of OE personnel; professional training of OE trained personnel; external consulting; OE operations; information; and resources [Ref. 8: p. 11]. The objectives of Army Organizational Effectiveness are also concerned with the broad categories of mission accomplishment and increased soldier satisfaction [Ref. 9: p. 4] (see Table IV). In 1979 the Organizational Effectiveness Training Center was re-designated the Organizational Effectiveness Center and School.

In contrast to the Navy's system of HRM Centers and Detachments, the Army operates in a more decentralized manner and usually assigns its consultants in pairs to major Army units (divisions, separate brigades, etc.) and installations. Another important program difference is that client participation in the Army's OE program is voluntary.



TABLE IV  
OBJECTIVES OF ARMY ORGANIZATIONAL EFFECTIVENESS

- \* Increased combat readiness
- \* Increased unit cohesion
- \* Increased soldier retention
- \* Improved management by goals and objectives
- \* Closer alignment of soldier/materiel interface
- \* Closer alignment of individual and organizational objectives
- \* Efficient processing of information
- \* Informed and involved personnel
- \* Built-in capacity for continuing self-examination

6. Army OE Training and Education

Organizational Effectiveness training is accomplished through attendance at one or more of three training courses conducted at Fort Ord (Monterey), California (see Table V).

TABLE V  
ARMY OE TRAINING COURSES

<u>Course Title</u>	<u>Length</u>
OE Consultant Course	16 weeks
OE Manager's Course	4 days
OEMC Advanced Skills Course	5 days

The next chapter examines some of the more pertinent OD education and training literature in more detail.





### III. LITERATURE REVIEW

#### A. GENERAL

A review of the literature concerning initial organizational development consultant training produced several noteworthy research efforts, among them the works of Havelock and Havelock (1973), Franklin (1976), and McClelland (1975), and the reports of the private consulting firm, McBer and Company (1975, 1980). Each is examined in turn in this chapter.

#### B. HAVELOCK AND HAVELOCK

Havelock and Havelock (1973) suggest that an effective change agent training program should specify how the trainee will be different after the training than before it. Three areas of possible before and after differences were identified and include: new or changed trainee attitudes and values; new or changed trainee knowledge; and new or changed trainee skills. According to Havelock and Havelock, the desired outcome of any change agent training program should be to make the trainees into masters of the change process. This mastery might be demonstrated in any or all of the following ways [Ref. 10: p. 70].

1. attitudes and values relevant to the change process
2. interest and involvement in the change process



3. knowledge and understanding of the change process
4. understanding and skill in how to gain further knowledge of the change process
5. skills in carrying out change projects and consultation from change initiation through change installation phases
6. skills in informing, inspiring, and training others with respect to changing and the change process
7. understanding and skill in evaluating and analyzing change processes.

Included at Appendix B is a list of desired training outcomes (attitudes and values, knowledge, and skills) compiled during various sessions of the 1970 Michigan Conference on Change Agent Training.

Havelock and Havelock also provide a list of twenty-six training design features from the Michigan Conference Task Force Reports that might be used to guide the development of an actual change agent training program. These features are included at Appendix C.

Although specifically concerned with change agent training in the field of education, Havelock and Havelock nevertheless provide trainers and program developers alike with some fundamental guidelines that are useful in the general education and training of all change agents.

#### C. JEROME L. FRANKLIN

Franklin (1976) studied twenty-five business organizations representing a variety of industries (insurance,



chemicals, paper, automobiles, glass, petroleum refining, aluminum, and household goods) in a effort to identify characteristics of "successful" and "unsuccessful" organizational development. OD efforts in eleven of the organizations were classified as successful (that is, the desired changes were achieved); fourteen were termed unsuccessful (they did not change or changed for the worst). OD efforts differed in each of these organizations, but major strategies and techniques were classified according to four "treatments" (Survey Feedback, Interpersonal Process Consultation, Task Process Consultation, and Sensitivity Training/"T-Groups") and two "control" groups (Data Handbook and No Treatment) [Ref. 11: p. 484].

Franklin's study of OD practices in these twenty-five organizations examined eight organizational characteristics:

1. Characteristics of the organization's environment
2. Characteristics of the organization itself.
3. Initial contact between organizational development or research personnel and members of the organization.
4. Formal entry procedures and commitment.
5. Data gathering activities and the posture of organizational members toward them.
6. Characteristics of internal change agents.
7. Characteristics of external change agents.
8. Exit procedures.



Each of the above characteristics was defined and investigated further along a number of narrower dimensions. The "characteristics of internal change agents," for example, included the following dimensions:

- a. The responsibility for internal change agent selection
- b. The extent of knowledge
- c. Value orientation
- d. Quality of skills
- e. Types of skills
- f. Types of non-change agent experience
- g. Extent of change agent experience
- h. Posture toward research
- i. Change agent style
- j. Prior training as a change agent

Characteristics of internal change agents are of interest to this author because both the Navy and the Army utilize internal OD consultants. With respect to these characteristics, Franklin's research revealed no clear distinctions concerning organizational development in successful and unsuccessful organizations, with the exception that unsuccessful organizations were characterized by internal change agents who had received previous training as change agents. Successful organizations were represented by consultants both with and without such training [Ref. 11: p. 487]. Based on this sample of twenty-five organizations, then, Franklin





concluded that the level of change agent training is negatively correlated to the success of the OD effort.

#### D. DAVID C. MCCLELLAND AND MCBER AND COMPANY

The competency assessment research of McClelland (1975) and his private consulting organization, McBer and Company (1975, 1978, 1980), have had perhaps the greatest impact on initial OD education and training for Navy and Army consultants.

In 1973 McClelland was working as a consultant to the United States Information Agency; his analysis of the agency's recruiting problems led him to challenge the widely accepted use of standardized aptitude tests for personnel hiring and placement decisions. McClelland viewed the standardized tests that were commonly used as crude and irrelevant assessment instruments and suggested that it might be more appropriate to give tests of skills that would be indicative of future job proficiency. This suggestion later evolved into his competency assessment concept.

McClelland and his McBer associates use the word "competencies" "not as aspects of a job, but rather characteristics of the people who do the job best" [Ref. 12: p. 40]. McClelland developed an interviewing technique called the behavioral event interview to determine what it was that distinguished "the people who did the job best" from average or mediocre performers.



"Our idea was that in order to discover competencies, ideally we'd be like flies on the wall watching these guys perform every day. Since that wasn't practical, we decided to make them give us detailed, blow-by-blow accounts of certain critical incidents. We were like investigative reporters. We got accounts from fifty people of three episodes in which they had done their jobs very well and three in which they had flubbed. It was always harder for them to remember the flubs. When they came up with an episode, we'd walk them through it, demanding very specific details: what was the date, where were you, who else was there, what did you say, and so on.

Once we had this mass of what we called behavioral event interviews, we analyzed them very carefully and asked ourselves what competencies these stars had shown that the other people failed to show. We were able to distill a distinct set of competencies which set them apart" [Ref. 12: p. 36].

#### E. MCCLELLAND AND THE NAVY

Once these competencies were identified, McBer was asked to use them to train consultants and change agents. The reader will recall that increased racial problems and retention difficulties plagued the Navy in 1974. About that time (1975), McClelland and his associated were asked by the Navy to assist in resolving these problems.

"So the navy came to us and said: 'Look, you psychologists, is there something you can do to train these officers (HRM Specialists and Racial Awareness Facilitators) to do a better job?' We said, 'Well, we don't know for sure. The only way we can go about this is by finding a few of them somewhere who may be doing a good job, and studying their competencies.' So we found a few good ones and compared them with mediocre ones. We came out with seven or so competencies...We told the navy that it made no sense to try to select people with these competencies for this position--there just aren't that many of them around. But we'd be glad to run training courses in these competencies, which we did" [Ref. 12: p. 42].



McClelland's Competency Model for Navy Human Resource Management Specialists includes eight basic competencies [Ref. 13: p. 14] (see Table VI). A more detailed description of the HRM Specialist Competency Model is included at Appendix D.

TABLE VI  
NAVY HRM CONSULTANT COMPETENCIES

1. Integrator motive profile
2. Chronic positive expectations of people
3. Skill in diagnosing behavior
4. Making friends and contacts
5. Briefing skills
6. Organization skills
7. Knowledge of Human Relations and OD
8. Group management skills
  - a) with-it-ness
  - b) timing
  - c) liking group work
  - d) group reactions

McClelland summarizes his HRM Competency model by stating:

"McBer believes that it knows how to train each of the competencies listed, but whether or not it can will ultimately be shown by whether participants in training workshops actually improve on the measures provided and also show up later as more successful consultants on the job. The development of this competency model has implications for present Human Resource Management Specialists and those who manage them, in terms of evaluation and training. For future HRM Specialists, it might be used in the areas of selection, training, and the staffing of specialist teams" [Ref. 13: p. 13].





## F. MCCLELLAND AND THE ARMY

About the same time that McClelland was developing his Competency Model for Navy Human Resource Management Specialists (June, 1975), the Army OE Training Center was graduating its first class of OE consultants. Three years later, in an effort to evaluate what kind of product the OE training was producing, McBer and Company, under Army contract, conducted an assessment of the Organizational Effectiveness Training Center (Spencer, 1978). The purpose of the report was to provide "...formative evaluation data of potential use in improving the OETC's instructional program and operations" [Ref. 14: p. 81]. The overall assessment was generally favorable, however, one of the specific recommendations cited the need for an Organizational Effectiveness Staff Officer (OESO) competency model at OETC.

"An empirically-based, criterion-validated competency model for OESOs should be developed. OETC or research agencies supporting the Army's OE program should develop an OESO competency model, based on the knowledge and skills exhibited by a criterion sample of practicing OESOs rated most effective, which specifies objectively measurable competencies capable of being used to select, train and certify OETC students. Competency standards, stated in terms of demonstrable behaviors, should be clearly stated so that students know what is expected of them" [Ref. 14: p. 73-73].

The Army OESO Competency Model was later developed by Rossini and Ryan of McBer and Company in 1980, and includes nine competency clusters [Ref. 15: pp. 62-69] (see Table VII). A more detailed description of the Army OESO Competency Model is included at Appendix D.





TABLE VII  
ARMY OESO COMPETENCY CLUSTERS

1. Functional knowledge
2. Strong self-concept
3. Professional self-image
4. Develops common understanding
5. Personal influence
6. Diagnostic skills
7. Problem-solving skills
8. Tactical flexibility
9. Results orientation

G. SUMMARY AND CONCLUSIONS

This chapter reviewed some of the major literature concerning organizational development training and training programs. Havelock and Havelock provided an initial list of recommended change agent training design features. Franklin suggested a negative relationship between change agent training and successful OD within organizations. Finally, McClelland's competency assessment and its adoption by the Navy and the Army consultant-producing service schools was discussed.

McClelland's Competency Modeling has important implications for OD education and training within the Navy and Army, where selection and utilization of already qualified consultants are not normally possible. If it is possible, as McBer and Company claims, to train consultants with desired consultant competencies identified previously in the behavioral



event interview, then the careful design and implementation of an initial OD training and education program at the Navy HRM School and the Army OE Center and School are critical to the success or failure of Navy and Army consultants. The remaining chapters of this thesis investigate the methods of such training and examine the initial OD course curricula content designed to train those desired consultant competencies.

The next chapter examines the methodology used by the author in the examination and analysis of the two initial OD training courses.



#### IV. RESEARCH METHODOLOGY

##### A. INTRODUCTION

Two military courses of instruction provide the majority of the initial organizational development education and training for service personnel selected as Navy and Army OD consultants: the Navy's twelve week Human Resource Management Specialist Course, offered at the Navy HRM School, NAS Memphis, and the Army's sixteen week Organizational Effectiveness Consultant Course, conducted at the Army OE Center and School, Fort Ord, California. Although other courses of organizational development instruction exist (refer to Table III and Table V), this author purposely limited the focus of this study to a detailed examination and analysis of these two initial courses of instruction in an effort to hypothesize as to the effectiveness of the course graduates.

##### B. STUDY METHODOLOGY

Training Directorate personnel at both the Navy Human Resource Management School and the Army Organizational Effectiveness Center and School were contacted by the author several months ago and informed of the nature and scope of this study. They were also asked to provide the author with a copy of the current program of instruction of their respective school's initial organizational development course for



examination and analysis purposes. The Navy HRM School provided a copy of their Student Guide for Human Resource Management Specialist/Instructor Course, A-7C-0019, dated October 1979, with changes; the Army OE Center and School furnished a copy of the Program of Instruction for Organizational Effectiveness Consultant's Course, 7C-ASI5Z/510-F6, dated 1 September 1982.

Organizational development in the Navy is only one component of a larger Human Resource Management Support System which is also concerned with four other areas: equal opportunity/race relations (including women's rights), substance (drug and alcohol) abuse education and rehabilitation, overseas diplomacy, and leadership and management training [Ref. 6: p. 76]. In addition to the various Navy specialty schools in these areas, the Navy HRM School's twelve week HRM Specialist Course also includes instruction and training in these four subjects (approximately three weeks of the total twelve are allocated to these "other" HRMSS subjects). For the purposes of this study, only those portions of the Human Resource Management Specialist Course concerned with organizational development education and training are included and analyzed.

The programs of instruction that were furnished by the two service schools provided the majority of the data for examination and analysis. First, the stated objectives of each course of instruction are presented. These objectives





are followed by a detailed presentation and examination of the respective courses to determine how the course objectives are achieved (operationalized). Finally, there is an analysis and discussion of the effectiveness of the courses of instruction in the accomplishment of their objectives. The achievement of stated course objectives via the course curricula, then, provides the framework for hypothesizing concerning the preparation and effectiveness of the course graduates.

### C. STUDY BIAS

As in any research project, there is a possibility that certain biases might have been introduced into this study that might distort or invalidate its methodology or results. Every effort was made by the author in this study to recognize these biases and eliminate or offset their effects. Two primary sources of potential bias were identified by the author and are presented here.

(1) Author bias. Two sources of potential bias can be associated directly with the author. First, the author's branch of service--the U.S. Army--might cause him to present and analyze the Army course of initial organizational development instruction in a more favorable manner than would be warranted or supported by his data. Part of this potential bias might be attributed to the author's association with Army OE, both as an officer student (part of the Army OE institutionalization process over the last several years has



involved increased service school OE instruction in officer Basic and Advanced courses), and as an OE client-user (as a participant in battalion change of command transition workshops and Leadership and Management Development Courses). Lastly, the author's projected follow-on assignment at the U.S. Army Organizational Effectiveness Center and School might cause a similar bias to affect his examination and analysis.

(2). Geographical bias. The U.S. Army Organizational Effectiveness Center and School is located only six miles north of this author's academic institution, the Naval Postgraduate School. Organizational development staff and faculty members at USAOECS often interact professionally with OD faculty members from the Naval Postgraduate School. Research questions that arose concerning the Army's program of instruction were often answered by the author personally visiting USAOECS and discussing the matter with the appropriate school personnel. Obviously, the Navy HRM School at NAS Memphis (Tennessee) did not enjoy such a geographic advantage. Although the author did not visit the Human Resource Management School, he did conduct a personal interview at the Naval Postgraduate School with the HRM School's Commanding Officer. Other questions concerning the Navy's initial course of HRM instruction were answered at that interview, or were resolved by telephone or by mail from HAS Memphis, or from knowledgeable OD personnel on the Naval Postgraduate School faculty.



Identification and recognition of these sources of potential bias is the first step in eliminating or minimizing the effects of such bias. The author also secured the assistance of two Naval Postgraduate School OD faculty personnel as his thesis advisor and thesis second reader to help identify and eliminate these biases.

The next chapter presents and examines four dimensions of the author's framework for assessing the effectiveness of the U.S. Navy Human Resource Management Specialist Course and the U.S. Army Organizational Effectiveness Consultant Course.



## V. RESULTS AND ANALYSIS

### A. GENERAL

This chapter presents and examines four specific dimensions of the author's analytic framework used in his assessment of initial organizational development training in the Navy and the Army. The four dimensions that are examined--HRM Specialist and OE Consultant selection, training course goals and objectives, course content, and course capacity for self-evaluation and improvement--are considered by the author to be an initial and basic framework for the assessment of military OD training. The reader's own framework may include several dimensions not presented or discussed here; the time and space constraints of this thesis preclude the treatment of all but a few. The next four sections of this chapter present and examine, in turn, each of the author's assessment dimensions.

### B. HRM SPECIALIST AND OE CONSULTANT SELECTION

The reader will recall from Chapter III that Franklin's study of successful and unsuccessful organizational development analyzed the characteristics of internal change agents along ten dimensions<sup>\*</sup>. The competency assessment process of McBer

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<sup>\*</sup>The responsibility for internal change agent selection, the extent of knowledge, value orientation, quality of skills, types of skills, types of non-change agent experience, extent





and Company also identified the critical attitudes, knowledge and skills (competencies) of effective Navy HRM and Army OE consultants. The implication of both of these studies is that the establishment and utilization of empirically-based criteria in the selection of potential military consultants for training will increase the likelihood of success of military organizational development efforts.

Selection of organizational development personnel for the Navy and Army may have initially utilized such empirically-based criteria; however, an examination of current HRM Specialist and OE Consultant selection criteria reveals some interesting trends toward the use of very general prerequisites. Several examples will be cited and discussed in the following paragraphs.

From the literature that was available for review, this author was unable to ascertain any specific prerequisites for the selection of Navy officers as HRM Specialists, with the exception of a stated Navy preference for officer volunteers. It is possible to explain this lack of officer selection criteria if one accepts the commonly held notion that commissioned officers, because of their education, background, and/or experience, are capable of being successfully

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of change agent experience, posture toward research, change agent style, and prior training as a change agent.



trained as HRM Specialists with a minimum of stated qualifications (such as a bachelor's degree and shore duty eligibility).

On the other hand, the Navy utilizes more enlisted than officer HRM Specialists, and one would expect to find more specific requirements for their selection. The Navy Enlisted Transfer Manual states a desire for enlisted (E-5 through E-9) volunteers to possess "prior instructor/counselor experience and academic background in the behavioral sciences" [Ref. 16: pp. 9-18]. There are other "performance minimums" for selection of petty officer HRM Specialists (see Table VIII), but these are related to general military bearing, length of service, and overall performance, as indicated by military records and performance evaluations, and not by any demonstrated ability to perform as HRM Specialists. Additionally, petty officers must be screened at a Human Resource Management Center or Detachment and receive an endorsement of the Commanding Officer or the Officer-in-Charge.

The Army's OE Consultant selection criteria are similarly general (see Table IX and Table X). Officers must possess a baccalaureate degree; noncommissioned officers an associate degree; a major in a behavioral or management science is preferred, but not required. Officers and NCO's should be volunteers, and must be in, or projected for, an Organizational Effectiveness Consultant position. Additionally, noncommissioned officers are required to obtain their commander's



recommendation and approval from the Army Military Personnel Center (MILPERCEN).

TABLE VIII  
QUALIFICATIONS FOR HRM SPECIALIST SELECTION

- Volunteers desired but not required.
  - Be screened at a Human Resource Management Center or Detachment and receive an endorsement of the CO or OINC. This requirement can be waived in unusual circumstances if not geographically feasible.
  - Be a petty officer E-6 through E-9 or be a petty officer E-5 with at least four years naval service. (Prior instructor or counselor experience and academic background in the behavioral sciences is desired but not required.
  - Have minimum "overall performance" as follows:
    - E-7 through E-9 - Top 10% for past four years.
    - E-5 through E-6 - Superior to most (upper) SUU for past three years.
  - No conviction by courts-martial or NJP during past four years.
  - Must not have been convicted of a civil disturbance (misdemeanor over \$25.00 fine) or arrested and convicted of a felony during previous four years.
  - Indicate stability in personal affairs without a recent history of severe domestic or personal problems, chronic indebtedness or excessive use of alcohol without treatment. In the case of a recovering alcoholic, two years of continuous sobriety will allow consideration for assignment to the HRM program.
  - GCT and ARI combined not less than 101.
  - Be capable of performing duty in an independent environment with minimal supervision.
  - Satisfactorily complete a prescribed course of instruction (12 weeks, HRM School, Memphis, TN).
- (Source: para. 9.202, Enlisted Transfer Manual, 1979, pp. 9-18).



TABLE IX  
PREREQUISITES FOR OEC SELECTION (OFFICER)

- Be in grade O-3 or above.
- Be in or projected for an assignment to an OEC position requiring the Officer Personnel Management System (OPMS) specialty.
- Be a graduate of an officer Advanced Course.
- Possess, as a minimum, a baccalaureate level college degree, preferably with a major in one of the behavioral or management sciences.
- Have had troop experience at division level or below.
- Have completed, as a minimum, six years of active federal service.
- Maintain appearance and weight standards as prescribed in Army Regulation 600-9 throughout the training and as a practicing OEC.
- Satisfactorily complete the Army Physical Fitness Test appropriate to the individual's age and sex while attending the course.

(Source: Program of Instruction for OECC, 1982, p. 1)





## TABLE X

### PREREQUISITES FOR OEC SELECTION (ENLISTED)

- Be in grade E-7, E-8, E-9 (waiverable to E-6)
- Be assigned or projected for an assignment to an authorized OE Skill Qualification Identifier "3" position.
- Have two years of college, preferably majoring in behavioral or management sciences or equivalent, with commander's recommendation and MILPERCEN approval.
- Be qualified and recommended by a practicing OE Consultant and the person's commander.
- Have troop experience as appropriate for his or her Military Occupational Specialty.
- Have completed at least 10 years active Federal service.
- Maintain appearance and weight standards prescribed in Army Regulation 600-9 throughout their training and as a practicing OEC.
- Satisfactorily complete the Army Physical Readiness Test appropriate to the individual's age and sex while attending the course.

(Source: Program of Instruction for OECC, 1982, pp. 1-2)

From the above tables the reader will note that the minimum time in service requirements for Army OEC selection varies from six years for officers to ten years for noncommissioned officers. Minimum time in service requirements for Navy HRM Specialist selection is four years. In addition, the Army insists that its consultants meet the prescribed height/weight and physical fitness requirements. These



minimum requirements help to establish a level of initial credibility with potential clients.

Neither service utilizes specific selection criteria to identify potential consultants with an aptitude to be competent consultants, however. Both services seem to be more concerned with an individual's past performance and military record than with his or her ability or competence to perform in a future consultant capacity. An Arthur Young and Company Report on the Army's Organizational Effectiveness program summarizes that criticism:

Although all the OESOs (Organizational Effectiveness Staff Officers) selected by the DCSPER (Deputy Chief of Staff, Personnel) to attend the school are top performers, they are not screened on their ability to perform well as OESOs. In 1979, 48.2% of the students felt two or more classmates should not have been awarded the (Additional Skill Identifier) 5Z skill qualification. Further, there is some evidence that OESOs who are viewed by their peers as not competent to receive the ASI5Z may do considerable damage to the program itself when they get to the field." [Ref. 17: p. 9]

The present military consultant selection processes make the assumption that all "top performers" will make (or be able to be trained to be) "top OD consultants," and tend to minimize the possibility that there may be some "top performers" who lack the skills or competencies to be "top consultants," but who may slip through the screening system.

## C. COURSE OBJECTIVES

### 1. Navy

In his review of the pertinent Navy literature the author was unable to find a concise list of HRM Specialist



course objectives or goals. It was recognized from the HRM Course mission statement, however, that the HRM Specialist course is designed "to provide selected personnel with the knowledge and skills to perform the duties of neophyte organizational development consultants" [Ref. 19: Handout]. Graduates of the Human Resource Management Specialist Course will be trained to:

1. Market their consulting services.
2. Diagnose their clients' needs.
3. Prescribe, organize and deliver appropriate interventions or actions.

These three major job tasks are further defined as twenty-one sub-tasks to be mastered by students in a proposed HRMS Course Job Task Analysis provided to the author during his interview with HRM School personnel [Ref. 19: Handout]. The proposed HRM course objectives provided to the author during his interview indicate to him a recent attempt to analyze and document each significant function of the HRM Specialist in the execution of the HRM Cycle. These critical jobs that must be mastered by the successful Specialist will then be included to the proposed HRM curriculum.

## 2. Army

The key tasks (objectives) of the Organizational Effectiveness Consultant Course are described in the OECC Program of Instruction (see Table XI).



TABLE XI  
OE CONSULTANT COURSE OBJECTIVES

- Provide students with an assessment of their personal consultant competencies and opportunities to develop those competencies.
- Provide students with an understanding of the systems view of an organization.
- Prepare students to identify and understand inter-group and organizational processes.
- Develop skills to conduct an organizational assessment and prepare a comprehensive report on specific organizational issues which assist a unit commander in understanding those issues.
- Prepare the students to describe, utilize and evaluate a variety of implementation methods to improve organizational effectiveness.
- Provide students the opportunity to demonstrate their ability to appropriately apply the knowledge and skills acquired during the course of instruction.
- Provide the students with an understanding of how OE integrates and coordinates with other Army policies and efforts established to improve Army units.

The OE Consultant Course seeks to provide its students with the opportunity to assess their own level of consultant competency (against the McBer OESO model), and then permits acquisition and development of these competencies through further training. The training also provides students with the skills and knowledge required by consultants in the execution of the four step Army OE process, such as group and organizational processes.





## D. COURSE CONTENT

### 1. Navy

As would be expected from the HRM Specialist Course objectives, the major portion of the time allotted to organizational development subjects is devoted to consultant roles and activities during the HRM Cycle (approximately four weeks). Another eleven days are reserved for providing consultant knowledge.

TABLE XII  
HRM OD SUBJECT AREA BREAKDOWN

<u>Time Allotted</u>	<u>Subject Areas</u>
4 days	Human Resource Management Support System
10 days	Instructional/Presentation Techniques and Skills; Workshop Design
8 days	Data-Guided Development
4 days	Program Planning and Design
6 days	Management, Motivation and Communication
5 days	Group Dynamics

A more detailed explanation of these subject areas is included at Appendix E.

The reader should note that the HRM Specialist Course generally avoids Navy HRM Specialist competency training, with the exception of presentation techniques and skills--briefing skills. HRM Specialist training aims at producing a consultant skilled in HRM Cycle operations and activities.



## 2. Army

The Organizational Effectiveness Consultant Course is grouped into seven major sections that support attainment of OECC key tasks (objectives) (see Table V).

TABLE XIII  
OECC COURSE SUMMARY

<u>TASK CLUSTER</u>	<u>HOURS</u>	
	<u>PEACETIME</u>	<u>MOBILIZATION</u>
Individual Consultant Skills Development	74.3	74.3
Consultant Group Skills Development	52.2	52.2
Organization Systems Theory	93.6	93.6
Complex Systems Theory	106.2	106.2
Field Training Exercise	218.4	-0-
Remedial Training	14.4	14.4
Organizational Assessment Technologies and Theories	88.1	88.1

(Source: USOECS, OECC POI, 1982, p. 41)

An explanation of each of these task clusters is included at Appendix E.

The OE Consultant Course task clusters can be further grouped into three broader categories: consultant competency and skills development (individual and group); organization, systems, and assessment theories and knowledge; and a practical



application of acquired consultant competencies, skills and knowledge.

It should be apparent to the reader by now that the course objectives and content of the 1982 OECC Program of Instruction are associated closely with the nine Army OESO Competency clusters identified by McBer and Company in 1980 and discussed previously (see Table VII and Appendix D). Those portions of the course concerning consultant competencies and skills development were added to the Program of Instruction primarily as a result of the McBer Competency Model for Army OESOs study and the 1978 Assessment of the U.S. Army Organizational Effectiveness Training Center (OETC).

#### E. CAPACITY FOR SELF-EVALUATION

##### 1. General

The capacity for self-evaluation and improvement, as used by this author, refers to the existence and use of a carefully designed, systematic method to determine whether a service school or a course of instruction has been successful in accomplishing its stated course objectives or not. Ideally, the evaluation plan should allow data concerning the accomplishment of objectives to be gathered from a variety of sources, using a variety of data-gathering techniques, in order to present a more complete assessment of training effectiveness. Personnel responsible for collecting the data would then process and feed back the data to the personnel



responsible for the training program design to permit any required program modifications and improvements.

## 2. Navy

A review of Navy Human Resource Management Support System literature by the author initially indicated the lack of an HRM School capacity for self-evaluation; however, during a subsequent interview with HRM School personnel the author learned that such a program does, in fact, exist. Approximately six months after graduation of an HRM Specialist class, the HRM School conducts a post-training assessment by surveying the recently graduated consultants. The survey provides an assessment of training effectiveness from consultants at HRM Centers and Detachments who must utilize their recently acquired skills and knowledge in their roles as fleet consultants. The survey questions can be broadly grouped under three more general questions:

1. If you could add material to the course, what would you add?
2. If you could delete material from the course, what would you delete?
3. How well was the course taught?

The results of the survey are then compiled and fed back to School Curriculum Development personnel to make any required curriculum changes.

The Human Resource Management Support System Navy Training Plan also places formal evaluation responsibility



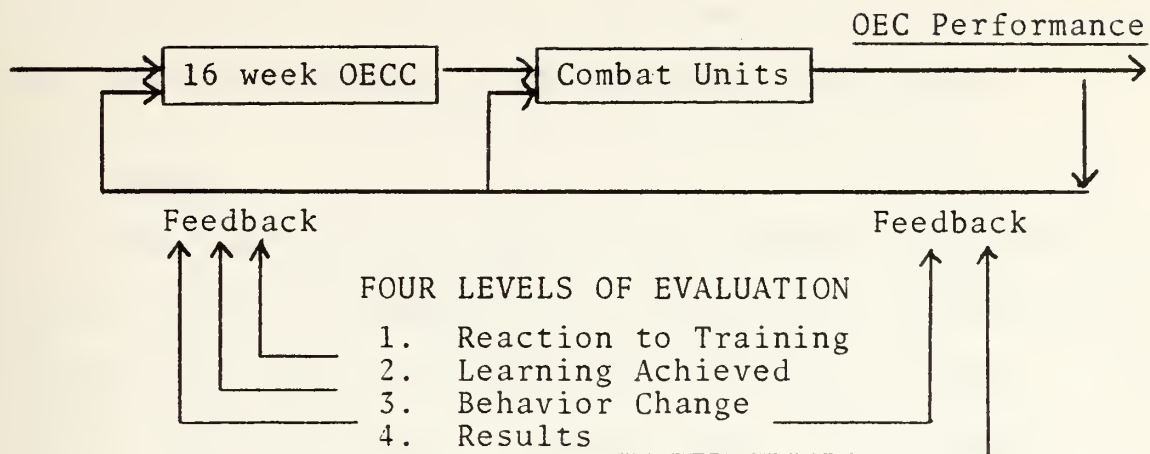


with an Evaluation and Management Information Office located at Naval Military Personnel Command [Ref. 18: p. I-4].

### 3. Army

The course content of the Organizational Effectiveness Consultant Course is periodically reviewed and updated to reflect changes in Department of the Army and Training and Doctrine Command OE guidelines. Inputs from a variety of sources--including Army leaders, OECS faculty members, and leading civilian OD "experts"--are solicited to update or revise the course curriculum, when required. For example, the 1982 OECC Program of Instruction used in this research is a revision of the 1978 POI, reflecting inputs from all three of the above sources, including the 1980 McBer and Company Competency Model of the Army Organizational Effectiveness Staff Officer. The Army Organizational Effectiveness Center and School's Evaluation Directorate also conducts its own annual, systematic program analysis and evaluation. It begins with periodic evaluation of the OE Consultant Course student learning, monitors student performance through the field training exercise (a four week practical application of skills and knowledge with a "real world" client organization), and later examines graduate performance in the field. This evaluation data is gathered and presented back to the Center and School according to the model below (see Figure 5.1).





(Source: OECS, 1981 External Evaluation Report, p. II-1)

Figure 5.1 OECC Evaluation Process.

The 1981 evaluation focused on the impact of Organizational Effectiveness in combat units (as opposed to OE in training centers, schools or medical commands) and gathered data through a variety of data-gathering methods: surveys of all OE consultants in U.S. Army, Forces Command and U.S. Army, Europe; individual and group interviews with former and active OE clients/commanders, non-users, and OE Consultant managers, and OECC student field training exercise (FTX) performance critiques from the OECS FTX faculty supervisor and client.

The Army Organizational Effectiveness Center and School also utilizes external agencies, such as the Army Research Institute, and several civilian consulting agencies--such as McBer and Company and Arthur Young and Company--to



provide external evaluation, assessment and feedback concerning the effectiveness of the OE Consultant Course.

#### F. SUMMARY

This chapter has presented and examined four dimensions of the author's framework for assessing the effectiveness of initial military OD training and education programs: consultant selection criteria, program objectives and goals, curriculum content, and the capacity for self-evaluation and improvement. Consultant selection criteria of both training programs are general in nature, and lack an empirical base. Course objectives for the Army OECC are aimed at developing consultant competencies, skills and knowledge required in the execution of the four step Army OE cycle; the course curriculum provides ample classroom and practical experience for such development. Navy HRM Specialist course objectives and curriculum develop a consultant skilled in Navy HRM cycle activities, including survey-guided development, data feedback, action planning, and workshop design and presentation. Both courses of instruction possess an systematic, internal mechanism for self-evaluation and improvement, although the Army system appears to provide a more reliable assessment of OD training, due to the variety of data gathering techniques utilized in the evaluation process.

The next and last chapter presents the author's conclusions and recommendations.



## VI. CONCLUSIONS AND RECOMMENDATIONS

### A. GENERAL

In the previous chapter the author's assessment framework was used to examine consultant selection criteria, course objectives, course content, and course capacity for self-evaluation and improvement of the HRM Specialist and OE Consultant training courses. This final chapter presents the author's conclusions and recommendations.

### B. CONCLUSIONS AND RECOMMENDATIONS

#### 1. Consultant Selection

The use of the author's framework to assess military consultant selection revealed the use of very general, past performance oriented selection criteria by both the Navy and the Army. While the selection of potential military consultants using these existing criteria does not presently appear to be a problem, the author believes that the use of empirically-based criteria to identify and select military personnel for consultant training would increase the overall effectiveness of both training programs. This increase in effectiveness would occur because personnel selected for consultant training using these criteria would be personnel who have demonstrated the capacity or competency to be an effective consultant; training could then be directed to





developing and improving this already-present competency. It is recommended that further study be undertaken to (1) determine the need for empirically-based military OD consultant selection criteria; and (2) determine what criteria should be used. Any study that is undertaken to identify such criteria should gather data using a variety of methods (surveys, interviews, observations, etc.) from consultants in the fleet and in the field judged to be "effective" consultants.

## 2. Course Objectives

The objectives of the HRM Specialist course aim to provide a basic level of organizational development knowledge and skills required by the Navy HRM Specialist during the HRM Cycle. Recently proposed HRM Specialist Job Task Analyses specify exactly which job tasks must be mastered in order to be successful.

Army OE Consultant course objectives seek to allow the student to assess, develop, and demonstrate his individual and group consultant competencies in a classroom and an extended practical exercise environment.

## 3. Course Content

Specific course content of both training programs was related directly to stated course objectives. The HRM Specialist and OE Consultant courses allocate approximately the same number of classroom hours to consultant knowledge and skill subjects, such as management theory and group



dynamics. The Navy focuses the remainder of its course training on the role of the HRM Specialist in the implementation of the HRM Cycle; the Army devotes its remaining course instruction to the acquisition of individual and group consultant competencies, and the OE consultant's role in the four-step OE process. Although both courses of instruction utilize an experiential classroom approach, the Army, because of the longer OEC course length, is able to provide its students with a four-week Field Training Exercise. Students on the FTX apply the knowledge, skills, and competencies gained from the course to a "real world" client organization, with the guidance of an experienced faculty consultant. The author believes that such an experience is a valuable course asset: it teams the student with a proven consultant in assisting a real client, and provides that experience in a "low risk," academic environment. A similar opportunity is not provided to students of the HRM Specialist course of instruction. The author recommends further study by personnel of the HRM School to determine whether a similar experience (perhaps 2-3 weeks) for its own students would be useful in increasing the overall competency and effectiveness of its graduates.

#### 4. Capacity for Self-evaluation

The capacity for planned, systematic self-evaluation is viewed by the author as a necessary feature of an effective military OD training program. The periodic exercise of this



capacity requires course developers and trainers to plan and think clearly about what they want to achieve and how they can go about doing it. It also allows them to measure actual outcomes against desired outcomes and make any needed course corrections or improvements. A capacity for self-evaluation also allows the course of instruction to be more responsive to the training needs and requirements of consultants in the fleet and in the field by asking them what they need and use.

The Navy HRM School presently conducts a systematic post-training assessment (Survey) of its recently trained HRM Specialists approximately six months after graduation. Although this assessment is better than no assessment, the author believes that most first-time HRM Specialists are not fully cognizant of their training need and requirements (that is, what was taught in the HRM Specialist course vice the skills and knowledge that are actually required as an HRM Specialist in the fleet) after only six months. It is recommended that the post-training assessment be administered approximately nine to twelve months after graduation to allow sufficient time for job familiarity. The author believes that the additional time allotted between graduation and the post-training assessment will provide more reliable feedback for course evaluation and improvement. The evaluation process should also be expanded to include the use of additional data-gathering instruments, such as interviews with the graduates in the fleet or with their clients, to provide a more reliable assessment of effectiveness.



## 5. The Assessment Framework

In the last chapter it was mentioned that the four dimensional framework used by the author to examine and assess the effectiveness of initial military OD training was considered "to be an initial and basic framework." The author purposely limited himself to the four assessment dimensions discussed previously because of the time and space constraints of this thesis. The reader should consider the provided framework as an initial attempt at assessing initial military Organizational Development training. He is encouraged to construct a more detailed assessment framework of his own by refining, modifying, and supplementing the author's framework, as necessary. The reader may wish to examine Franklin's characteristics of internal change agents in more detail, for example. Or he may wish to compare the financial resources that are budgeted and provided for such training against the real or perceived benefits of the training.

An expanded framework may also be used to determine whether the present academic and "hands on" military OD training adequately prepares course graduates to meet the needs of Navy and Army client/users by expanding the role of the course self-evaluation process. Another important dimension of the framework not examined in this thesis, but deserving of further investigation, is the issue of faculty quality. A more detailed framework might pursue the manner by which civilian and military personnel are selected to







staff and instruct military OD training courses, including academic and military backgrounds, prior military and civilian consultant experience, and opportunities for continued professional development.

Finally, the reader may wish to examine the adequacy of program support from the programs' sponsoring agencies, including staffing and budget support.

An assessment of initial military OD training using such a multi-dimensional framework would be of enormous value to those responsible for training program design, development, and implementation.



## APPENDIX A

### THE FOUR-STEP ARMY OE PROCESS

The U.S. Army uses a four-step process which seeks to improve the functioning of an organization through planned, systematic, long-range efforts by applying selected management and behavioral science skills and methods to the total organization. After the request for assistance and entry into the organization, the first step in the process is assessment. The objective of assessment is to determine the gap between where an organization is and where it would like to be in a future time period. The second step is planning the actions that will be taken to resolve or reduce the gap, followed by the implementation phase for those activities planned. The fourth step is evaluation and follow-up. Evaluation checks the effectiveness of the action with respect to the objectives and is the beginning of a new assessment (the four-step process is circular in nature).

(Source: OECS, OESO Handbook, p. 54)



APPENDIX B  
CHANGE AGENT ATTITUDES AND VALUES

Primary concern for benefit of the ultimate user.

Primary concern for the benefit of society as a whole.

Respect for strongly-held values of others.

Belief that change should provide the greatest good to the greatest number.

Belief that changes have a need and a right to understand why changes are being made (rationale) and to participate in choosing among alternative change means and ends.

A strong sense of his own identity and his own power to help others.

A strong concern for helping without hurting, for helping with minimum jeopardy to the long- or short-term well-being of society as a whole and/or specific individuals within it.

Respect for existing institutions as reflections of legitimate concerns of people for life space boundaries, security, and extension of identity beyond the solitary self.

[Ref. 10: p. 70-1]



## CHANGE AGENT KNOWLEDGE

That individuals, groups, and societies are open inter-relating systems.

How his role fits into a larger social context of change.

Alternative conceptions of his own role now and his potential role in the future.

How others will see his role.

The range of human needs, their interrelationships and probable priority ranking at different stages in the life cycle.

The resource universe and the means of access to it.

The value bases of different subsystems in the macrosystem of education.

The motivational bases of different subsystems in the macrosystem.

Why people and systems change and resist change.

How people and systems change and resist change.

The knowledge, attitudes, and skills required of a change agent.

The knowledge, attitudes, and skills required of an effective user of resources.

[Ref. 10: p. 71]





## CHANGE AGENT SKILLS

How to build and maintain change project relationships with others.

How to bring people to a conception of their priority needs in relation to priority needs of others.

How to resolve misunderstandings and conflicts.

How to build value bridges.

How to convey to others a feeling of power to bring about change.

How to build collaborative teams for change.

How to organize and execute successful change projects.

How to convey to others the knowledge, values, and skills he possesses.

How to bring people to a realization of their own resource-giving potential.

How to expand people's openness to use of resources, internal and external.

How to expand awareness of the resource universe.

How to work collaboratively (synergistically) with other resource systems.

How to relate effectively to powerful individuals and groups.

How to relate effectively to individuals and groups who have a strong sense of powerlessness.

How to make systemic diagnoses of client systems and how to generate self-diagnosis by clients.

[Ref. 10: p. 71-2]



. APPENDIX C  
SUGGESTED TRAINING FEATURES

Knowledge inputs should be matched with behavior.  
Behavioral inputs should be matched with knowledge.

Trainees should have experience which integrate all their knowledge and skill learnings, including case study reading and analysis, case simulation, case expectation and direct experience, actual case analysis and reporting.

Trainees should simulate experience of their future "role set."

The variety of case materials and activities should match variety of experience in roles.

Training should be rewarding at all levels.

Training should build sequentially and logically on itself.

Training should be non-terminal (mechanisms for continuing education should be built in).

Training events should be extended over time in work experience to allow integration into everyday life.

Trainees should be trainers to each other.

Trainees should be self-analysts and evaluators.

Trainees should be contributors to research and development on their role.

Trainees should become a social system.

Trainees should participate in the design of their own training.

Training should always include knowledge and skills in acquiring more such training.

Training should cover all expected outcomes.

Training should lead to self-actualization of trainee.

Training should lead to a feeling of accomplishment by the trainee.



· Training should lead to enhanced sense of identity of trainee.

Training should lead to a greater desire to learn.

Training should lead to a greater understanding and concern for the human condition.

An understanding of the change initiation problem should be included in training.

An understanding of the rationale for the role and its larger social context should be included in the training.

How to create or acquire role support materials, such as handbooks, guides, etc., should be included in the training.

Understanding and skill in explaining the change agent role to others should be included in the training.

Understanding and skill in handling those threatened by and/or attacking the role should be built into training.

Training should lead to social visibility and public recognition of achievement and qualification (degree, certificate, graduation, etc.)

[Ref. 10: p. 73-5]



## APPENDIX D

### COMPETENCY MODEL FOR NAVY HRMC CONSULTANTS

<u>Competency</u>	<u>Measure</u>	<u>Training Method</u>	<u>Tasks for which needed</u>
1. Integrator motive profile	Moderate, balanced, $\bar{n}$ Ach, $\bar{n}$ Aff, and $\bar{n}$ Power	Motivation workshop including feedback on motive scores	Selling cycle via personal contacts Entry Running workshops
2. Chronic positive expectations of people	Positive Bias score	Feedback on score, observation and role plays of giving positive responses	Entry, contracting, Running workshops
3. Skill in diagnosing behavior	PONS measure of social sensitivity Diagnostic case analysis Programmed cases	Practice in doing programmed cases, observing and reporting on group process in workshop	Entry Contracting Running workshops
4. Making friends and contacts	Adjective checklists on human qualities filled out by others	Feedback on human qualities, role plays in being friendly	Selling Recruiting Entry
5. Briefing skills	Videotapes of presentations	Practice in public speaking	Selling, lecturing in the workshops
6. Organizational skills	Score on "control of action" Inbasket test	Practice in scheduling in Inbasket technique	Organizing workshops
7. Knowledge of human relations and organizational development	Tests of content videotaped presentations, observation in groups	Reading, listening to presentations in workshops, giving presentations (see #5)	All parts of the Cycle
8. Group management skills a) with-it-ness b) timing c) liking group work d) group reactions	Diagnostic observation of groups, supervisor's judgment of success Decreased anxiety, increased pleasure after running a group	Observation of master trainers, live or on videotape, practice in running groups	Running workshops





# ARMY OESO COMPETENCY CLUSTERS

## COMPETENCY CLUSTER

## INDICATORS

### (1) Functional Knowledge

- |  |   |
|--|---|
| a. Knowledge of organization effectiveness theory    | <ul style="list-style-type: none"><li>● Mentions specific theoretical references</li><li>● Uses established theoretical concepts</li></ul>  |
| b. Knowledge of the client system as an organization | <ul style="list-style-type: none"><li>● Mentions formal organization hierarchy of client</li><li>● States functions or operations of client system</li><li>● Identifies people who are functionally responsible for handling key issues</li></ul> |

### (2) Strong Self-Concept

- |                          |   |
|--------------------------|---|
| a. Self-confidence       | <ul style="list-style-type: none"><li>● Compares self favorably to others</li><li>● Interacts with superiors as an equal</li><li>● Sees self as "origin," one who makes things happen</li><li>● Describes self as an expert</li></ul> |
| b. Low fear of rejection | <ul style="list-style-type: none"><li>● Explicitly disagrees with superior/client on significant issues</li><li>● Lays down ground rules for own/others' involvement</li></ul>  |
| c. Exercises restraint   | <ul style="list-style-type: none"><li>● Does not get personally involved with client when asked to do so</li><li>● Controls impulsive behavior or remarks</li></ul>   |



d. Perceptual objectivity

- Explicitly articulates both sides of an issue
- Acknowledges legitimacy of viewpoint opposite to one's own

e. Accepts responsibility for failure

- Mentions own possible role in a failure, while explicitly absolving others
- Critically evaluates own role behavior
- Explicitly accepts responsibility for failure

(3) Professional Self-Image

a. Sees self as substantive expert

- Writes cases, reports, articles, etc.
- Presents self to others as a resource
- Makes substantive (rather than process) recommendations/observations

b. Understands and works to overcome the limits of own expertise

- Anticipates and uses others' experiences to prepare for difficult situations
- Calls in colleagues for critique or augmentation of own plan
- Recognizes and asks for help from people in organization

c. Develops others

- Works directly to develop a new skill in the client
- Has others practice the role of consultant
- Gives others coaching on particular activity



(4) Develops Common Understanding

- a. Concern for clarity
  - States expectations for others' performance or role
  - Asks questions to clarify ambiguities
  - Cites need for specification and concrete documentation
- b. Values client input
  - Involves client actively in design or leadership of intervention activities
  - Consults client before taking action, in absence of political motivation
- c. Establishes professional rapport
  - Able to get client to open up and talk about serious issues
  - Provides evidence of client acceptance
- d. Surfaces and discusses key concerns
  - Raises and discusses a specific problem area with client (e.g., confidentiality)
  - Re-contracts with client

(5) Personal Influence

- a. Concern for impact
  - Expresses desire to control behavior of others
  - Offers unsolicited help
  - Thinks about having a high personal impact



- b. Use of unilateral power
  - Tells others to control resources
  - Tells others to get to work and not spend time on details
  - Takes control of meeting, and insists upon following design and/or initial objectives
- c. Creates positive image
  - Documents and publicizes successes
  - Cites own reputation as reason for requests for work
  - Takes action to create a positive impression
- d. Uses interpersonal influence strategies
  - Co-opts others
  - Takes action to persuade others, resulting in a desired change in their response
- e. Understands own impact on others
  - States how others view him or her in specific situation
  - Understands own value as a stimulus or symbol
- f. Oral and written presentation skills
  - Has crisp, articulate, unhesitant verbal style
  - Gives evidence of having written clear, understandable reports or briefings.





(6) Diagnostic Skills

- a. Obtains multiple perspectives on situations/problems
  - Asks for help, opinion, advice of another professional about a particular problem
  - Collects information from people with potentially or actually different perspectives on an issue
- b. Diagnostic use of concepts
  - Sees situation in terms of mentally manipulable concepts
  - States an existing theory, principle, or rule of thumb to explain a situation
- c. Uses metaphors and analogies
  - Uses concrete analogies to explain a complicated situation in simple terms
  - Uses vivid metaphors to sum up events
- d. Rapid pattern recognition
  - Notes a set of behaviors and conceptualizes it in on-line situations
  - Generates nontrivial thematic summary of situations or individuals from minimal interactions

(7) Problem-Solving Skills

- a. Cause-and-effect thinking
  - Provides a series of inferential "if x, then y" statements
  - States implications of actions or situations



b. Identifies key themes in data

- Provides thematic summary of complex series of events, tasks, or activities
- Identifies some individual or attribute of an individual as source of problem
- Engages in vigorous data reduction activity

c. Identifies and uses influence patterns

- Identifies influential others and seeks their support
- Builds his/her credibility before seeking alliances
- States political rationale for particular behavior or action

d. Accurately gauges the reactions of others

- Selects specific issues, data, etc., to capture the attention of others
- Modifies behavior as the result of interpersonal perceptions and obtains desired results
- Uses advance intelligence about someone to guide interactions with him/her

#### (8) Tactical Flexibility

a.. Assumes and differentiates among multiple roles

- Describes shift in own role over the course of an interaction
- Attempts to set up multiple roles to legitimate a variety of activities
- Specifically adopts an alternative role to meet demands of others



- b. Responds consciously to client norms and expectations
  - Structures experiences to meet others' abilities, limitations, and/or needs
  - Uses FM standards to design and structure meetings so as to conform to client's expectations
  - Consciously adjusts language to fit with client language
  - Explicitly avoids use of social science jargon
- c. Takes advantage of opportunities
  - Recognizes ongoing or upcoming activities which are opportunities for OE
  - Uses resources in multiple ways
  - Links OE to organizational mission or larger issues affecting the organization
  - Recognizes and incorporates useful people, ideas, and programs
- d. Problem-focused adaptation of techniques and procedures
  - Designs/adapts techniques or procedures to respond to client's request
  - Designs activities around the availability of people or resources
  - Modifies design to meet emergent needs or expectations of others



(9) Results Orientation

a. Concern for measurable outcomes

- Describes outcomes in terms of concrete performance indicators or specific changes in work procedures
- Describes specific milestones
- Evaluates impact of an intervention
- Seeks to institutionalize new process/procedure

b. Time consciousness

- Explicitly mentions amount of time spent on activity
- Expresses concern over wasted time





## APPENDIX E

### HRM COURSE SUBJECT AREAS

Human Resource Management Support System: contains an overview of the HRMSS and the role of the HRM Specialist; an introduction to the HRM Survey.

Management, Motivation and Communications: includes management theory (Maslow, McGregor, Herzberg, etc.), motivation in management, self-concept, effective communication, listening skills, and feedback skills.

Group Dynamics: includes Group Development theory, individual behavior in groups, group problem solving, competition, conflict, decision-making, defense mechanisms in groups, change and resistance to change, and group facilitation technologies.

Instructional and Presentation Techniques and Skills/Workshop Design: includes concepts of preparation and presentation techniques; subjects addressed to assist students are behavioral objectives, learning theories, audio-visuals, and criterion testing.

Data-Guided Development: addresses the HRM Survey, Organization coding, data analysis and diagnosis, data feedback, HRAV planning, unit action and HRAV design, follow-up and continuing assistance activities.

Program Planning and Design: allows students to plan an HRAV and design/deliver portions of the plan in the form of required/requested workshops.



## ARMY TASK CLUSTER DEFINITIONS

Individual Consultant Skills Development: provide basic individual skills and behavioral competencies necessary to be successful as OE consultants.

Consultant Group Skills Development: provide group behavioral skills and facilitation competencies to successfully conduct assessment and implementation strategies in the four-step OE process.

Organization Systems Theories: provide a conceptual perspective of the many varied organizations within the U.S. Army, how to diagnose assessment data in terms of the theories, and provide a congruent organizational picture to the commander.

Complex Systems Theories: provide a complex analysis of competencies to the OE student.

Field Training Exercise: provide students with a practical, hands-on experience in an actual organization under close supervision of a faculty member in order to integrate all consultant competencies taught during the course.

Remedial Training: provides students with direct one-on-one opportunities to improve skills, techniques and competencies with a successful consultant, receive counseling feedback on course progress, and develop confidence in their own consulting abilities.

Organizational Assessment Technologies and Theories: provide knowledge, skills and competencies on gathering organization data and producing a coherent picture of the organization.



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